

ROOSEVELT LAKE

RECREATION CONCEPT PLAN



Tonto National Forest

Tonto Basin Ranger District

May, 1996



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This paper was prepared as a student project in partial fulfillment of the requirements of the Professional Development for Outdoor Recreation Management Program at Clemson University. It in no way reflects USDA Forest Service policy nor are the opinions expressed those of anyone other than the author.

ABSTRACT

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TITLE: Roosevelt Lake Recreation Concept Plan

ABSTRACT: Roosevelt Lake Recreation Area is managed by the USDA Forest Service, whose responsibilities include providing safe recreation facilities accessible to all visitors and protecting the Tonto Basin ecosystem while managing approximately 600,000 visitors each year. The Roosevelt Lake Recreation Concept Plan addresses the need for providing the appropriate number of sites and facilities to meet visitors' needs and for protecting the natural resources people come to enjoy.

Previous plans address development of specific sites without regard to the management of recreation elsewhere on the lake. This plan looks at the entire lake and makes recommendations for the management of lands not previously considered. Emphasis is placed on offering a diversity of recreation opportunities in terms of activities and experience levels. Each level in the Recreation Opportunity Spectrum is well represented, except "primitive". Water based recreation is the dominant use but the potential for non-water based activities is addressed.

The plan makes specific recommendations for 43 known and proposed sites around the lake where recreation may be designated. Lands within the recreation area not dedicated to a specific site are available for dispersed recreation.

This plan may be implemented in its entirety or in phases depending on the outcome of the decision making process as provided in the National Environmental Policy Act. Variations of this plan may be adopted in the final alternative selection. Extensive public involvement has been sought and this plan reflects many of the comments received from the public.

Keywords: Roosevelt Lake, Recreation Opportunities, Recreation Operation and Maintenance, Recreation Resource Conservation, Desired Conditions.

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EXECUTIVE SUMMARY

Title: Roosevelt Lake Recreation Concept Plan

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Summary: The intent of the project was to inventory all known sites within the Roosevelt Lake Recreation Area that are either used for public recreation or have the potential to be used in the future. The project evaluates each site to determine suitability for recreational use. Finally, the project makes recommendations about how each site should be used based on each site's location, topography, accessibility, manageability, and desirability in light of expected future demand for recreational opportunities at Roosevelt Lake.

The methods used to inventory the sites were field reconnaissance, using topographic maps and aerial photographs, field observations of people recreating, and input provided by individuals and organizations. Public participation was sought in two ways. First, meetings were held with selected organizations to acquaint them with the project proposal. Second, letters and project overviews were mailed to 1,025 individuals and organizations requesting comments on the proposals. Verbal and written comments were reviewed and incorporated into the plan where deemed appropriate. No formal surveys were conducted and thus, no statistical analysis was made of the public input.

The site-specific recommendations were based on what was considered to be the optimum use of the site. Criteria used for making the recommendations were:

1. Is there a tradition of recreational use of the site?
2. Can the natural resources of the site sustain continued use or, if not, can the use be modified to allow some type of recreational use?
3. Is there a reasonable expectation that the agency can properly manage the site given budgetary and other constraints?
4. Does the site contribute to the diversity of the recreation opportunities based on the Recreation Opportunity Spectrum (ROS) classes desired for the area?
5. Does recreational use of the site create a conflict with competing uses or resources of the area?
6. Can the safety and security of the users be reasonably assured?

GLOSSARY OF TERMS

Area - In this document "area" refers to a relatively large area in which recreation occurs and contains several "sites". Examples would be "Roosevelt Lake Recreation Area", or "Diversion Dam Recreation Area".

Site - A place within an "area" where recreation occurs in a somewhat organized and controlled manner and where one or more recreational activities may occur that are appropriate for the design, capacity, and management parameters established for the given site. This document discusses 43 distinct "sites" within the Recreation Area. Examples of sites include campgrounds, picnic sites, and vistas.

Unit - Within a site, a unit is the specific place that is occupied by an individual, family, or group for the purpose of camping or picnicking. Units are usually numbered and may have fees assigned to them based on the size, location, or services provided.

ROS Class - The Recreation Opportunity Spectrum is a system developed for classifying recreation sites as to their level of development, accessibility, naturalness, and management intensity. Definitions for the ROS classes used in this document are found in Appendix D

Conservation Pool - The elevation at which the Bureau of Reclamation manages the reservoir (Roosevelt Lake). The current conservation pool is established at 2151 feet. This level may be temporarily exceeded during flood stage, or may be temporarily reduced during drought.

PAOT - Persons At One Time (PAOT) refers to the established capacity of a given site or unit. In this document, the capacity of camp units and picnic units are assumed to be 5 persons at one time. Parking lot spaces are assumed to be 3.5 PAOT. It should be noted that there may be more (or fewer) persons using a unit or space than 5 or 3.5, respectively. PAOT does not establish the maximum level of use.

Dispersed Recreation - Any legal recreation that occurs outside an established site is considered to be "dispersed". Persons engaged in dispersed recreation are expected to be self-contained, remove all waste, and leave no trace of their use of the area.

Accessible - Generally refers to the ability of a facility to be used by all visitors including those confined to a wheelchair.

Day-use - The use of a recreation site (except campground) for any part of a 24 hour period beginning and ending at 6:00 a.m. It generally refers to visitors who are engaged in an activity other than camping, but does not necessarily have to occur during daylight hours. Night fishing, for instance, is considered to be "day-use".

Interpretation - Giving meaning and understanding to natural or cultural features. Interpretation is provided in a variety of ways including museum displays at the Visitor Center, lectures at amphitheaters in the campgrounds, and with signs at vistas, cultural sites, and trails.

Activity - A specific recreational action or pursuit in which people are engaged at Roosevelt Lake. Examples of "activities" include fishing, viewing archaeological sites, and eating a picnic lunch.

Opportunity - An activity for which management provides for visitors. For example, while the Forest Service does not launch boats for visitors, it does provide concrete boat ramps to give visitors the opportunity to launch their own boats.

Experience - The memory and feelings which visitors take from the recreational area. Each visitor comes with a certain expectation of the kind of experience he or she may gain from visiting a particular site. It is important that management try to inform visitors about what types of opportunities are available at a certain site so that visitors will not arrive with an unrealistic expectation of what sorts of experiences they may gain from visiting the site.

INTRODUCTION



INTRODUCTION

The Resource

Roosevelt Lake is the largest body of water completely within the state of Arizona (see Figure 1). Although located relatively close to the Phoenix metropolitan area (approximately 80 air miles), it has traditionally been overlooked by much of the recreating public due to several factors including poor highways leading to the area and limited facilities at the lake. Other reservoirs closer to Phoenix, such as Saguaro, Pleasant, and Bartlett have tended to be more attractive due to their closer proximity to the population centers. Roosevelt has been a haven for those seeking excellent fishing, unrestricted shoreline camping, little development, and (except on holidays) smaller crowds. Recently, however, this experience has begun to change. As the population of the state continues to grow, especially in the "East Valley", the popularity of the Salt River Lakes has increased. Recreation facilities at Saguaro and Canyon Lakes routinely fill to capacity, displacing many people to the more distant lakes, including Roosevelt. This factor, combined with an ever-improving highway system in Maricopa and Gila Counties, is rapidly changing Roosevelt from the sleepy backwater it once was to a major recreation attraction.

Roosevelt Lake, at 2151 feet elevation (at full stage), is located in the Tonto Basin surrounded by the Superstition, Mazatzal, and Sierra Ancha Mountains, which ascend to over 7,000 feet. The vegetation around the lake is Sonoran Desert cactus dominated by the saguaro, palo verde, and mesquite typical of this desert type. The terrain around the lake is mostly rugged and inaccessible except by four-wheel drive roads on both the north and south shores. There are a few nearly flat, bermuda grass covered areas with semi-improved roads leading to them that have been the traditional campsites for the public. These dispersed areas evolved over many years of use by campers clearing rocks and vegetation to accommodate use. The Forest Service provided minimal services, primarily resource protection, including vault toilets and dumpsters, and information boards. Litter was picked up whenever possible and these areas, though not pristine, provided enjoyment to countless visitors for decades.

Purpose of this plan

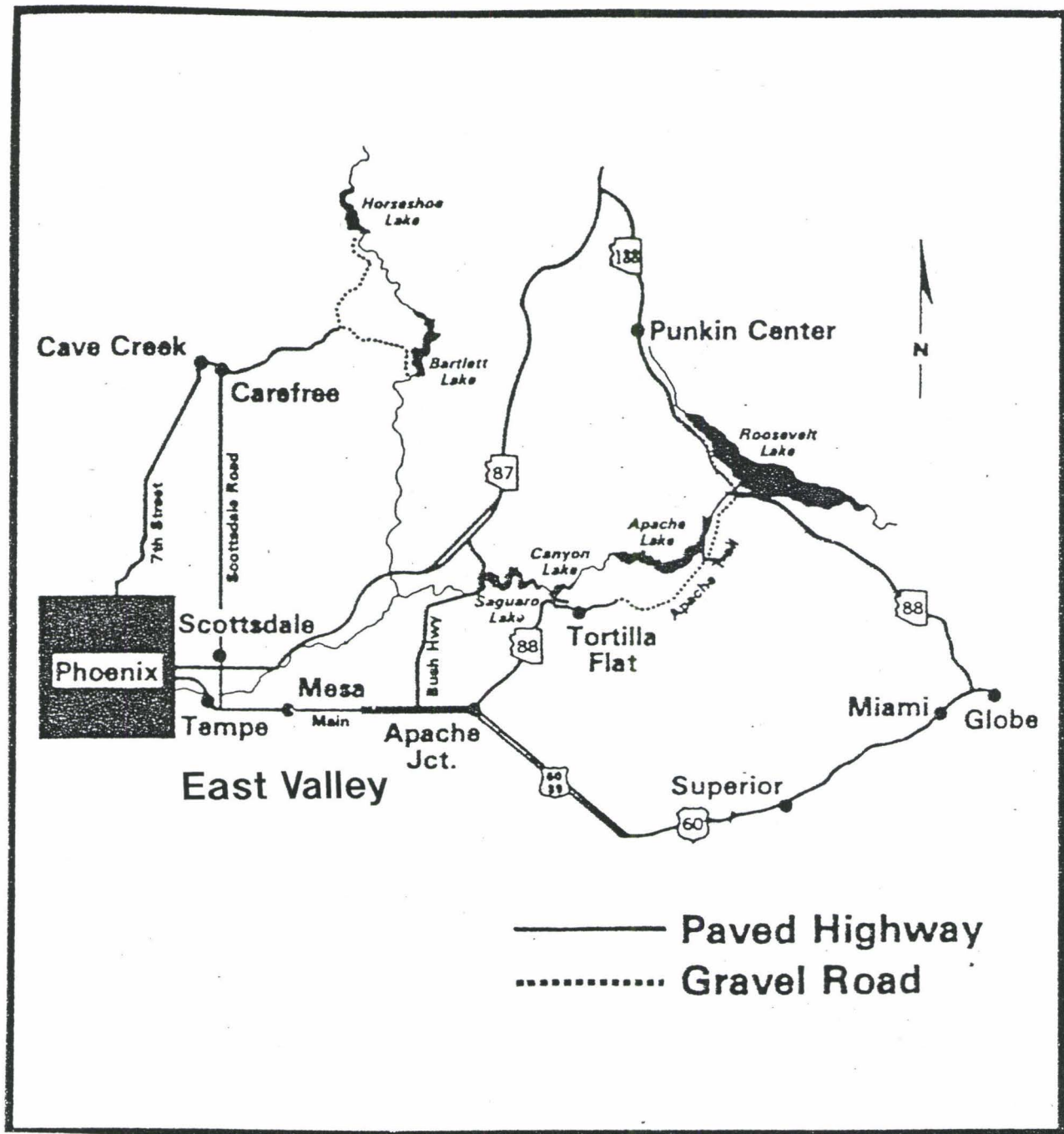
The recreational situation described above is about to change dramatically. Beginning in January, 1996, the conservation pool (full stage) was raised from 2136 to 2151 (due to modification of Roosevelt Dam). From now on, during periods of high lake levels, the traditional camping areas will be submerged. Conversely, there will be periods when the lake falls well below 2151 feet. During those periods some of the areas may again be available for use. At this point we do not know how inundation will impact these areas or the roads leading to them. We do not know what type of maintenance would be required to make these areas safe for public use. We do know that there will be no permanent facilities on site as they will have been removed in 1996.

The purposes of this plan are to evaluate the potential for developed and

Figure 1

ROOSEVELT LAKE RECREATION AREA

VICINITY MAP



dispersed sites to meet the recreational needs of the public in light of changing reservoir levels, continued public demand, and current and future planned facilities; and, to make recommendations for the allocation of recreational resources and facilities for public use.

For the purposes of this analysis and concept plan, the boundaries of the Roosevelt Recreation Area are assumed to be as follows: On the south shore, State Route (SR) 188 from Roosevelt Dam to the A - Cross Road (Forest Road 60) on the Tonto Arm. State Route 88 from Roosevelt Dam to State Route 288, then to SR 288 Bridge on the Salt River. On the north shore, the A - Cross Road (FR 60) from Tonto Creek to SR 288, then to the SR 288 Bridge (see Figure 2). This area is consistent with the Management Area 6F in the Tonto National Forest Land Management Plan. The only exception is the Roosevelt Resort/Estates and Poison Springs areas which are not part of Management Area 6F. This Plan includes this area because the highway approaches to Roosevelt Lake should be considered in terms of signing, vistas, interpretive opportunities, and other potential attributes of the whole Recreation Area.

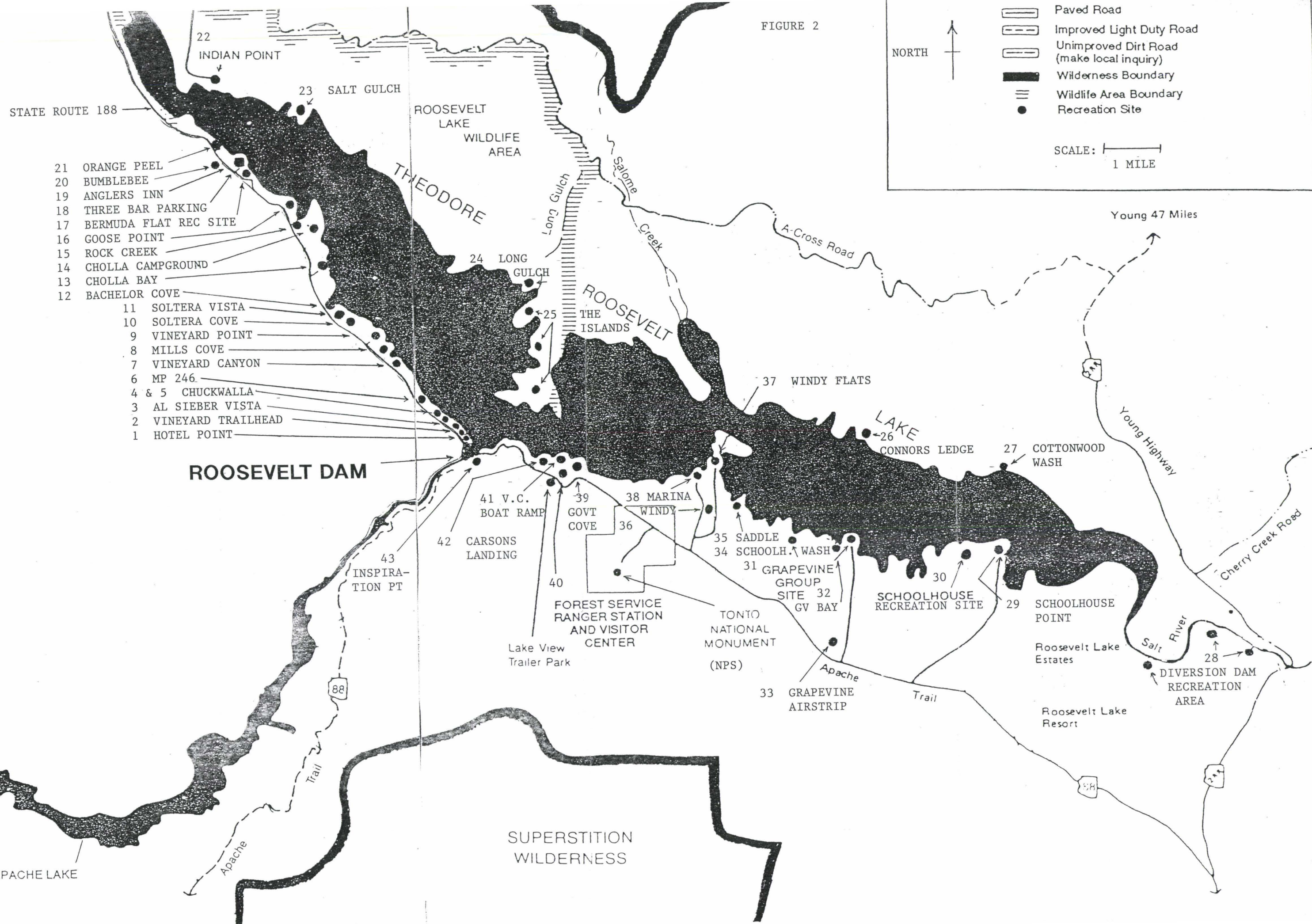
It is assumed that highways and roads constitute a reasonable and manageable boundary. It is realized, however, that some recreation associated with Roosevelt Lake may occur just off the road or highway on the "outside" of the Recreation Area. An example of this might be overflow camping or camping with livestock, which is not normally permitted within developed sites. The plan will attempt to address these situations on a case-by-case basis.

HISTORY

The Tonto Basin has a long and interesting past. Archaeological investigations indicate the area was inhabited at various times by large populations of Salado, Apache, and other peoples who exploited the Basin's water and agricultural resources. Fort Reno was established in the late 1800's to protect early white settlers from Apache raids. Ranches were established along the Salt River and Tonto Creek. Early accounts of the area describe lush vegetation and tall grass in the lowlands along the water courses. Periodic flooding of the Salt River prompted the farmers in the Phoenix valley to pressure the government for water control projects. The first major project of the Reclamation Service was the construction of Roosevelt Dam; it was completed in 1911 and dedicated by Theodore Roosevelt, for whom the dam was named. The Tonto National Forest was created in 1905, primarily to manage and protect the Tonto Basin watershed.

With the introduction of bass, crappie, etc., Roosevelt Lake soon became an outstanding warm water sport fishery. Recreational use of the lake gradually increased but remained light because of the difficult access into the area along dirt roads. Accommodations for visitors to the area were provided (e.g., Apache Lodge, Angler's Inn, and others), but these early facilities eventually gave way to a recreational style that was more self sufficient as people acquired campers, trailers, and other recreation vehicles. Modern recreation at Roosevelt Lake evolved around the need for visitors to be self sufficient or "self contained". A place to launch the boat and buy ice was all that was

FIGURE 2



needed by the increasingly mobile and independent public. This self sufficient style of recreation where the public expected little of the managing agency in the way of regulations, restrictions, or amenities, worked reasonably well for years. Impacts were acceptable as long as there were few visitors and people respected the land and each other.

When funding was available, the Forest Service, often in partnership with the State of Arizona, developed some facilities, principally boat ramps, low maintenance restrooms, and unpaved roads. It also allowed concessions for a marina, a grocery store, a motel, and a trailer park, but these tended to serve a minority of visitors. Most visitors preferred to camp on the shore and beach their boats nearby.

In 1978 the Central Arizona Water Control Study was initiated to examine alternatives for meeting flood control and dam safety for several Arizona reservoirs including Roosevelt. Alternative number 6 was selected and has come to be known as "Plan 6". The primary purpose of Plan 6 has been the modification of Roosevelt Dam, but the plan also provided for the replacement and enhancement of recreation facilities. Under a 1987 Master Agreement between the Bureau of Reclamation and the Forest Service the following recreation enhancements were to be funded: six campgrounds, two picnic sites, ten boat access sites, and various scenic and information sites. To date, two campgrounds have been completed and two are under construction.

CURRENT SITUATION

Visitor opportunities and experiences

The recreational situation that exists at Roosevelt Lake may be described as very diverse. At one end of the spectrum one finds group and family camping facilities with many modern conveniences typical of a highly developed campground. At the other end of the spectrum are completely undeveloped areas accessible only by foot, by boat, or by horseback. There are four-wheel drive roads leading to remote coves with neither signing nor map direction, yet there are visitors who use these areas regularly. There are several areas served only by an entrance sign, regulation/information board, vault toilet, and trash dumpster. These are but a few examples and there are variations among these.

There are currently 540 camp units (not counting Host units) within two developed campgrounds along the South Shore. These are Cholla (200 units) and Windy (340 units). There is one group site (Grapevine) with nine loops accommodating up to 900 persons at one time. The Diversion Dam Recreation Area consists of several river access points along the Upper Salt River providing parking, toilets, and river access trails. There are five minimally developed camp sites with toilet and garbage service (Orange Peel, Bermuda Flat, Cholla Bay, Bachelor Cove, and Schoolhouse Point). Camping and day-use at these sites are limited only by the visitors' ability to find adequate space to recreate. Finally, there are 14 identified dispersed sites on or near the lake which are used regularly for camping, fishing, or swimming. These sites have no facilities, no entrance signs, and no maintained roads; in many cases, a

four-wheel drive vehicle is required for safe access. Management is limited to occasional litter patrol and public contact. In addition, there are several road-side pull-offs that are used by the travelling public for sight-seeing, photography, rest, and occasional picnicking and camping. In some cases, these sites are paved and maintained by Arizona Department of Transportation. All these sites will be described in greater detail later in this document.

Visitors to Roosevelt Lake are seeking a variety of recreational opportunities. The primary activities include boating, fishing, swimming, camping, picnicking, sightseeing, driving for pleasure, and visiting unique sites (Roosevelt Dam, Tonto National Monument, etc.). The demand for these opportunities is only partially satisfied by the facilities available today. For example, there are no designated picnic sites except a small one at Tonto National Monument, which is under the jurisdiction of the National Park Service.

Fortunately, ongoing development associated with the modification of Roosevelt Dam (Plan 6) is alleviating most of the shortage of recreational facilities, especially developed camping, picnicking, and boat launch facilities. This effort has emphasized development of the major "big ticket" items that are costly to design, build, and maintain. There remains, however, a demand for simpler, less expensive accommodations for those who are self sufficient or simply desire a more "primitive" experience.

Resource Management and Protection

Roosevelt Lake water serves industrial, agricultural, and domestic needs of thousands of customers from the communities around Roosevelt Lake to the Phoenix Metropolitan Area. Although the water is not seriously polluted, there is concern that increased use at Roosevelt Lake, if not carefully regulated, will introduce unacceptable levels of pollution. The sources of pollution include petro-chemicals associated with boats and vehicles on or near the water and human and animal waste. It should be pointed out that at Lake Powell, in Northern Arizona, the USDI National Park Service has issued a warning against entering the water at certain recreation sites due to high levels of human fecal contamination entering the lake as the shoreline becomes inundated. This scenario is possible at Roosevelt as the lake rises in the future. Litter is a continuing problem in all dispersed sites. Where trash receptacles are provided, inadequate capacity results in receptacles often overflowing with refuse. Budget constraints prevent the addition of more capacity. In spite of efforts to encourage visitors to "Pack it in, Pack it out" at sites without garbage service, many careless visitors simply leave their trash behind. Soil erosion and vegetation loss has occurred in the more popular, unrestricted areas. Primitive roads and trails are unable to withstand the volumes of traffic. Campers level ground and clear vegetation to make room for increasing numbers of people. On heavy-use weekends, late arrivals desperately try to squeeze in thereby putting greater pressure on the natural and managerial resources. New roads are pioneered as more and more people seek camping opportunities away from crowds. Minor paths become major roads with increasing vehicle traffic. Trees and shrubs are limbed or cut down for fire wood.

Management Challenges

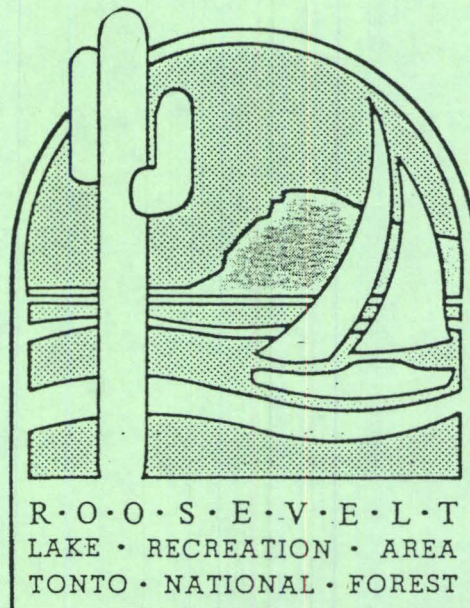
The operation and maintenance (O&M) of recreation sites and facilities at Roosevelt Lake is an enormous task requiring the efforts of many people. The Forest Service works closely with state and local agencies to meet the needs of managing the recreation load. Arizona Game and Fish enforces boating and fishing regulations, manages the extensive network of buoys, and assists with long-term planning. Gila County Sheriff's Department enforces local statutes, renders assistance to accident victims, and patrols campgrounds, roads and the lake. The Arizona Department of Transportation provides recreation area guide signs, improves and maintains highways to the area, and assists with support during emergencies. Other agencies including the National Park Service, Bureau of Reclamation, Salt River Project, Arizona Department of Public Safety, US Fish and Wildlife Service, and local community organizations have contributed more to the development and management of Roosevelt than there is space to acknowledge in this document.

The Tonto Basin Ranger District implemented a management strategy in the late 1980's to address the growing workload in recreation. The main focus of this strategy involves multi-functional personnel and crews who have both fire management and recreation O&M responsibilities. Basically, when not fighting fire, these employees are assigned work in campgrounds and dispersed sites. Supplementing this effort are volunteer campground hosts who help with O&M duties. Human resource programs, such as Department of Corrections inmates, are used in maintenance activities that do not include contact with the public.

The multi-functional crew arrangement worked fairly well for several years when there were few facilities to maintain, no fees to collect, and few regulations to enforce. When personnel were on fire assignment, there was little risk in leaving sites unattended for a few days. With the advent of multi-million dollar recreation sites since 1992, the multi-functional crew concept begins to break down. Fee sites demand daily attention by O&M personnel. Sophisticated facilities and water systems require constant attention. The risk of break-downs, vandalism, and visitor problems do not allow personnel to be away on fires.

It has taken a major effort to meet the needs of developed sites. Focussing attention on developed sites has often been at the expense of dispersed sites, particularly the most remote. Limited funds and personnel have made it impossible to adequately care for all the sites, so the campgrounds are given priority. As more campgrounds are brought on line and funding fails to keep pace, the dispersed sites will tend to be neglected. This situation will have a negative impact on the quality of visitor experiences and on the condition of soil, water, and biotic resources. Neither can be sustained for long if management is neglected.

THE PLAN



THE PLAN

Desired Condition

Goals for the management of recreation at Roosevelt Lake

The goal: To manage the full spectrum of recreation in the Roosevelt Lake Recreation Area by providing appropriate levels of access, facilities, and services while sustaining the ecosystem and providing high quality recreation opportunities.

"The Roosevelt Lake Recreation Area Development And Design Strategy" (May, 1989) sets forth goals and objectives for the development of the ten major recreation sites at the lake. "The Findings and Recommendations of the Roosevelt Lake Task Force" (December, 1993) recommends an overall strategy for managing recreation around the lake. The Forest Supervisor's response to the "Task Force Recommendations" was issued August 1, 1994. The response conveys substantial agreement with and support for the recommendations of the Task Force. This concept plan seeks to build on the Design Strategy and the Task Force documents. It provides recommendations for the management of specific sites, and it addresses many of the general goals of the Task Force report. For example:

Task Force recommends "Limited access areas, where camping would be prohibited, and terrestrial access would be limited to foot travel only." This plan identifies specific limitations to be implemented.

Task Force recommends "Provide interpretation of both natural and heritage resources and promote an awareness and respect for both organic and inorganic components in the ecosystems within Tonto Basin." This plan identifies specific interpretive opportunities.

Task Force recommends "Provide for more day use and shore line fishing opportunities." This plan recommends specific day use and shore line fishing sites.

Visitor Opportunities and Experiences

Visitors to Roosevelt Lake will discover a variety of recreational opportunities and levels of development. The visitor will be able to choose from a spectrum of services and amenities within the various ROS classes (urban to semi-primitive) and pay fees commensurate with his/her choice. Most recreation will be water-based, but there will be opportunities for hiking, sight-seeing, and learning about cultural and natural resources. In the future, there may be trails and facilities for equestrian and bicycle use. Visitors will find a higher level of safety, security, and cleanliness, and they will have improved signs, information boards, and staff to make their visits more enjoyable.

Resource Management and Protection

Developed sites (campgrounds, picnic sites, etc.) will have paved roads, hardened sites, and motor vehicle restrictions to protect soil and water resources. Dispersed sites will have vehicular access restricted to established roads that are maintained for the level of use. Where proper roads are absent, access will be on foot over established trails. Dispersed camping will be limited and located where resources are minimally impacted. Removal of vegetation will be prohibited except by authorized personnel. Toilet and/or garbage services will be provided, or at remote sites where toilets and/or garbage services are not provided, "Pack it in Pack it out" will be established and/or visitors will be asked to provide their own "porta-potties".

Management Challenges

Personnel assigned to operate and maintain recreation sites will devote the necessary time and possess the necessary tools to accomplish the job properly.

Site Specific Recommendations

The analysis began by studying the entire area to determine all existing and potential recreation resources available. Methods and tools used to make the survey included site visits, interviews, topographical maps, and aerial photos. Some areas are useable only when the lake is at certain elevations. As lake elevations rise and fall, some recreation resources increase, decrease, or disappear. This plan attempts to consider existing and potential resources at key elevations:

1. 2136 feet. This is the pre-1996 conservation pool. There is no vegetation below this elevation. Most of the traditional, dispersed recreation areas exist at or below this elevation. This land is expected to be inundated much of the time, especially during the busy spring months, eliminating any possibility of use.
2. 2151 feet. This is the post-1996 conservation pool. Between 2136' and 2151', there will be a 15 vertical foot wide zone of dead or dying vegetation which could persist for years depending on the nature of the lake fluctuations and on the extent of human intervention (e.g. clearing areas of plants and debris).

Management must decide where it is appropriate to clear areas to make room for the recreating public. This plan will make recommendations where this action may be undertaken in order to protect natural resources and serve the public. Below 2151 feet, selected clearing may be more acceptable because all vegetation is expected to disappear eventually due to inundation. Above 2151 feet, actions must be considered carefully because they will result in permanent impacts to the land and its resources.

Each inventoried site will be addressed in narrative form in this section and summarized in the appendix. A description of current use, potential for future use, and recommendations for appropriate management of each site will be given. These recommendations are given in light of the "Desired Conditions" criteria given previously in this plan.

SITE 1: Hotel Point. This site is currently closed to public entry but has been used in the past principally by anglers for shoreline fishing. It has been considered a popular site for this activity. The only road into Hotel Point will be partially under water when the lake level is allowed to exceed 2136 feet. This situation makes reliable and safe vehicular access difficult to continuously maintain and subject to seasonal use. With parking available at the nearby Al Sieber Vista (Site 3), this site may be suitable for pedestrian-only access in the future. Vehicle access should be prohibited beyond the designated parking area, and portable toilets and trash receptacles may be provided during low-lake periods.

Site 1 is typical of several sites in this area (including 4, 5, and 6) which are popular lakeshore fishing areas with hazardous or otherwise sub-standard access roads. Litter and sanitation have chronically been a problem in these areas. The proposal in this plan allows continued use but with restrictions to protect the lakeshore environment from erosion and sanitation problems.

SITE 2: Vineyard Trailhead. There is a parking area for 10 - 15 vehicles with no services. The Vineyard Trail (part of the cross-state Arizona Trail) is under construction and will begin from this point. Topics for interpretation should include original town of Roosevelt, Camp O'Rourke, and Apache Lodge. This site offers interesting views of the lake and Roosevelt Bridge. When completed, the Vineyard Trail will help to address the need for diversified recreation at Roosevelt including non-water based opportunities such as hiking and interpretation.

SITE 3: Al Sieber Vista. This site provides parking for about 20 vehicles and is currently used as a rest stop and view point for motorists on State Route 188. There are no services and none are recommended for this site. When Hotel Point (SITE 1) becomes available for recreational use, Al Sieber Vista will provide parking for visitors when the lake level is high. The Al Sieber Monument is located near here. The monument should be relocated to this site for the safety and convenience of visitors. Interpretation should discuss life and times of Al Sieber.

SITE 4: Chuckwalla Canyon East. There is a parking area next to the highway for about 12 vehicles and an undesignated road that leads to the lake. The road is hazardous and highly erodible and should be converted to trail. No services should be provided at this site. Vegetation should not be cleared above 2136 feet unless there is an unavoidable hazard. The flooded trees and shrubs will improve fish habitat. This site may be used at any lake level. The parking area provides views of the lake and distant mountains. Interpretive signing could feature the Sierra Ancha Wilderness Area. Other recreational activities available at this location include swimming and hiking.

SITE 5: Chuckwalla Canyon West. This site is similar to SITE 4, but there is less parking available (maximum 6 vehicles). Current sign dealing with the Roosevelt Lake Wildlife Area should be retained. No services (toilets or trash receptacles) should be provided.

SITE 6: MP 246. This site is similar to the two previous ones. Parking is limited to about 4 vehicles, but there is room for possible expansion. No services should be provide at this site. Interpretive signing could discuss the Salome Wilderness.

SITE 7: VINEYARD CANYON. This site is not currently available for recreation and is closed to entry by a locked gate. Vineyard Canyon should be developed as planned in the Roosevelt Lake design strategy. This site will offer opportunities for picnicking, water play, and shoreline fishing. Some of the vegetation growing above 2136 feet elevation should be removed to enhance safety.

SITE 8: MILLS COVE. This site should continue to be available for lakeshore camping with vehicular access. The entrance road is usually adequate for low clearance passenger vehicles, but periodic maintenance will be required. The road is partially in a sand wash and may become flooded during periods of rain. Public use of the site should be curtailed if there is danger of flooding. Services, if any, need to be portable because the fluctuation of lake water in this cove is extreme. Some clearing of vegetation above 2136 feet may be needed for camper access.

SITE 9: VINEYARD POINT. This site is currently used as a dispersed campsite on the lakeshore. It is accessible by high clearance vehicle over an unmaintained, poor quality road. This site should be converted to a boat access-only site for overnight camping. The access road needs to be closed from the highway to prevent vehicular intrusion and further impacts to archaeological sites in the area. Vegetation should not be cleared so as to avoid damaging the archaeological sites. Interpretation of the prehistoric occupancy of the area should include an explanation of why vehicles need to be restricted from the area.

Note: There are several boat access-only sites planned. Mobile toilets may be provided at some or all these sites, but no other facilities or conveniences will be provided. Boat access campers that are not near a toilet will be required to have personal portable toilets and must take all effluent and trash to appropriate waste disposal sites when they leave.

SITE 10: SOLTERA COVE. This site is occasionally used as a dispersed boat-in campsite and should continue to be used in that manner. There are no roads into this cove; although, one may walk here from Soltera Vista. Services provided will be the same as for SITE 9. Vegetation should not be disturbed.

SITE 11: SOLTERA VISTA. Parking for 20 vehicles. The existing trail to lakeshore should be improved to provide safe access for anglers and others wanting to walk to the lake. No services should be provided.

SITE 12: BACHELOR COVE. This site is currently used for dispersed camping on the lakeshore, but use is generally light except on busy weekends and holidays. Bachelor Cove should be designated for overnight camping and portable restrooms and trash receptacles should be provided when the lake level is low enough for use. This site will need to be closed during high lake level periods. No vegetation should be cleared above 2136 feet.

SITE 13: CHOLLA BAY. As a very popular dispersed site, it is frequently crowded on spring and summer weekends. Cholla Bay also provides very easy access to the lake. This site is similar to Bachelor Cove (SITE 12), and should be managed in the same way.

SITE 14: CHOLLA CAMPGROUND AND BOATING SITE. This is currently the major recreational use site on the Tonto Arm of the lake. It features 200 camp units, showers, trails, playgrounds, a boat ramp, and a 263 unit parking lot. This plan makes no recommendation other than to develop an amphitheater for interpretive use on a site that has been established for that purpose. An RV dump station needs to be added to serve the waste disposal needs of RV, trailer, and boat campers in the area. It should be noted that there currently is one dump station on Roosevelt Lake located on the Salt River Arm of the lake near Grapevine Group Site (SITE 31).

SITE 15: ROCK CREEK. This site is currently used for dispersed camping. The bay is a popular area for riding personal water craft. Rock Creek should be designated as the site of a future satellite marina to serve the needs of boaters on the Tonto Creek Arm of the lake. Another use that may be considered is on-boat camping during high water periods. All services would be provided by the marina concessionaire.

SITE 16: GOOSE POINT. This area is currently undeveloped and used only occasionally for hunting and dispersed camping. A vista/interpretive site should be developed here on the north edge of the mesa with views toward Bermuda Flat. Interpretation should focus on goose refuge management. Telescopes should be provided for viewing birds. Restroom facilities and trash cans should be provided (see concept sketch, Appendix B).

SITE 17: BERMUDA FLAT RECREATION SITE. This site offers shoreline camping with minimal services (portable toilets and trash receptacles). Subject to inundation when the lake level is high, the capacity fluctuates with the lake level. There is also a day-use site with paved parking. Management of this site should continue as is and no additional facilities or services are recommended.

SITE 18: THREE BAR PARKING. Adjacent to Bermuda Flat, this parking area is often used by campers preparing to enter Bermuda Flat or for checking equipment after exiting. Maintain as a staging area for Bermuda Flat by providing easy access parking for RV's and trailers. Interpretive sign describing the Three Bar Wildlife Area may be provided.

SITE 19: ANGLER'S INN. Situated between Bermuda Flat and Bumblebee Creek, Angler's Inn is a small area which has been used for camping and water-based recreation. Designate as a boat-in only campsite and provide services as described for SITE 9.

SITE 20: BUMBLEBEE. Located just off Highway 188 next to Bumblebee Creek, this small campsite is popular on weekends. There are shade trees and the creek is often flowing. Designate this site for overnight camping, but provide no services.

SITE 21: ORANGE PEEL. A popular fishing and camping site, it may become hazardous after the lake level rises to new height. Use should be converted to day-use and vehicles should be restricted to established parking areas. The parking area may need to be improved to provide protection from wave action. Interpretation at this site could include a discussion of the Tonto Creek Riparian Unit.

SITE 22: INDIAN POINT RECREATION SITE. This site is currently used for dispersed camping and is the most popular site on the north shore of Roosevelt Lake. This site should be developed as planned to provide both organized and informal shoreline camping with a moderate level of services and facilities associated with the Roaded Natural and Semi-primitive motorized ROS classes. Facilities should include toilets, individual and shoreline camp units, and a boat ramp. Interpret Cline Terrace Mound, a major archaeological site in the area.

SITE 23: SALT GULCH. Designate as a boat access-only campsite with minimal services such as a portable toilet (see: SITE 9). Capacity is estimated at 10 units/50 persons at one time.

SITE 24: LONG GULCH. Designate as a boat access-only campsite with minimal services (such a portable toilet see: SITE 9). Capacity is estimated at 15 units/75 persons at one time.

SITE 25: RABBIT AND ROCK ISLANDS. Designate as boat access-only campsites with minimal services (see: SITE 9). Capacity is estimated at 15 units/75 persons at one time.

SITE 26: CONNOR'S LEDGE. Designate as a boat access-only campsite. 20 units/100 persons at one time. Services are described in SITE 9.

SITE 27: COTTONWOOD WASH. This remote site on the North Shore of the lake receives light use. Designate this site for overnight camping along the lake shore but require campers to provide personal portable toilets and remove their waste to an appropriate disposal site. The entrance road should be maintained for high clearance vehicles.

SITE 28: DIVERSION DAM RECREATION AREA. This extensive area currently provides several river access points on the Salt river. It is primarily used for fishing and for river boat launching and takeout. Services include parking lots, restrooms, information boards, river access roads and trails, and an interpretive display. No other services or facilities are recommended. Camping along the river banks should be continued. Camping elsewhere in the area should be discouraged, especially on or next to parking lots. Additional interpretive signs/displays are needed at the rafter takeout and should discuss bald eagle habitat, conservative use of the river, river rafting information, and a map of the Salt River Wilderness.

SITE 29: SCHOOLHOUSE POINT. This site is currently heavily used for shore fishing and camping. It is subject to inundation when the lake level rises to 2151 feet. There are no facilities except a portable toilet and trash dumpster which will have to be relocated. The Point should be Designated a boat access-only campsite. If this site remains popular, toilet and dumpster services can be provided via the existing access road.

SITE 30: SCHOOLHOUSE RECREATION SITE. This site is currently used only by hunters and off highway vehicle drivers. Schoolhouse should be developed as planned, into a campground and boating site providing a moderate level of services for campers and boaters on the south shore of the lake. Services should include individual camp units, restrooms, potable water, trails and parking. Interpretation of Schoolhouse Point Cultural Resource Site should be provided. Future consideration should be given to providing camping, staging, and access to roads and trails for off highway and all terrain vehicle use of the area. This type of recreation is expected to increase in popularity and there are no designated OHV/ATV areas on the district. State funds may be obtained to develop future opportunities as well as to rehabilitate damaged areas.

SITE 31. GRAPEVINE GROUP SITE. This is the only fully developed group site on Roosevelt Lake. It offers nine loops with a total capacity of 900 campers. Services include showers, group ramadas, amphitheater, sports field, lake-access trails, playground, and a campground host unit. Adjacent to the campground section is the boating area which includes a six-lane launch ramp, restroom, area host unit, fish cleaning station, and a paved parking lot for 197 vehicles with trailers. The historic Roosevelt Dam power canal passes through the site with high-quality trails leading to it. This offers an excellent opportunity for educating visitors about this structure. Signs explaining the purpose and function of the canal should be installed along the trails.

SITE 32. GRAPEVINE BAY. This is a very popular dispersed campsite along the lakeshore. It is especially popular for riding personal water craft due to its protective bay at certain lake elevations. The access road into this site will be subject to erosion when the lake rises to its new high level. Once this happens, it will be necessary to close the road to public (and perhaps all) use. This site should eventually be converted to a boat access-only site and be managed as described in SITE 9.

SITE 33. GRAPEVINE AIRSTRIP. Located near a restricted landing strip, this site is a large area which was recently cleared of all vegetation and used as a temporary storage site. There are no sites at Roosevelt Lake which can feasibly accommodate groups larger than 100, although the demand exists for large group camp areas. This site should help meet that need. Groups reserving Grapevine Airstrip would need to provide all refuse and sanitation facilities. Lake access would be through Grapevine Group Site (SITE 31).

SITE 34. SCHOOLHOUSE WASH. This is a remote site access by a poor-quality, undesignated road in a sand wash. The road is more than a mile in length, single lane, and hazardous. It should be closed to public use. The site should be designated a boat access-only campsite. Services should be provided as described under SITE 9.

SITE 35. SADDLE ISLAND. Similar in character and function to Schoolhouse Wash (SITE 34), the undesignated access road should be closed to public use and the site converted to boat access-only camping.

SITE 36. WINDY HILL RECREATION SITE. When completed, this site will be the largest developed recreation site at Roosevelt Lake. It will offer four boat ramps, three parking lots, 348 camp units, four shower facilities, three playgrounds, an amphitheater, and approximately eight miles of trails. This plan makes no further recommendations for this site.

SITE 37. WINDY FLATS. This site is located next to Windy Hill Recreation Site (SITE 36) at the base of Windy Hill, a dominant geologic feature. Windy Flats is used currently for hike-in day use and boat-in camping. This site should continue to be managed for these same uses. Capacity is estimated at 10 units/50 persons at one time. Portable toilets and trash receptacles may be provided or campers may be encouraged to use facilities at Windy Hill Recreation Site.

SITE 38. MARINA FULL-SERVICE CAMPGROUND. This site has yet to be constructed. Currently, there is one National Forest site near Roosevelt Lake that offers utilities for short term occupancy for recreational vehicles (RV's) and trailers. It is Roosevelt Lakeview Park. Located across State Route 88 from the Visitor Center (SITE 40), Lakeview offers 11 of these "full hook-up" units, and there is demand for more of this type of service which Lakeview is unable to satisfy. The marina full service campground should offer approximately two hundred units for RV's and trailers in an "urban" ROS class setting. The site should be planned and developed incorporating aesthetic qualities normally associated with a National Forest campground such as moderate density, green belts with native vegetation, trails, and interpretive opportunities. Interpretive subject matter could include ecology of desert flora.

SITE 39. GOVERNMENT COVE. This site is not currently available for public recreation. It is located across State Route 88 from Frazier Trailhead and should be developed for equestrian use. Frazier Trailhead (not covered in this plan), is the major trailhead for the Tonto Basin Segment of the Arizona Trail. Camping at Frazier Trailhead is discouraged because it causes resource damage. However, as the Arizona Trail gains in popularity many equestrian users will want to camp at Frazier, unless, there is a reasonable alternative. Government Cove will fill this need. A trail connecting the campsite with the trailhead should be constructed along a nearby abandoned road bed and pass under the new highway through an existing box culvert. Government Cove has a main water line passing through it bringing water to the adjacent Forest Service work center. Hydrants and/or troughs should be installed to serve campers and stock. Other facilities and services should include fire rings, hitching rails, picnic tables, portable toilets, and trash receptacles. Interpretation could address proper back-country use, and travelling with livestock. This site could also be used for non-equestrian camping, as trail riding is expected to be seasonal (see concept sketch, Appendix B).

SITE 40. ROOSEVELT LAKE VISITOR CENTER. This is the primary source of public information and interpretation at Roosevelt Lake. Interpretive exhibits, bookstore, movies, tours, and general information are available to visitors to the lake. The museum currently contains temporary exhibits primarily dealing with water resources. A plan for a permanent museum display has been approved. This plan should be implemented as soon as possible.

SITE 41. VISITOR CENTER BOAT RAMP. This site is currently used for boat launching, parking, and dispersed camping and is managed by the Roosevelt Lake Marina concessionaire. The marina is to be moved in 1997 to a new location near Windy Hill Recreation Site (SITE 36) and management of the site for traditional use will no longer be desirable for the following reason: The Visitor Center (SITE 40) was constructed on a high hill overlooking this site. A viewing platform was provided at the Visitor Center for visitors to enjoy and photograph the lake and mountains from this high vantage point. A heavy concentration of motorized recreation in the foreground would detract from the aesthetic appeal of the vista and would not be appropriate. However, there is no reason to completely close the site to all use. A certain amount of non-motorized use is not expected to unduly impact the Visitor Center. Therefore, the site should be managed for day-use only fishing, sightseeing, and water play. Parking should be restricted to the Visitor Center lower parking lot (Site 40). Users can access the lakeshore on foot over well-established trails. During periods of extreme low water, when the boat ramp is the only useable concrete ramp available, emergency measures should be taken to open the area for launching and parking. Services should be limited to portable restrooms and trash receptacles if needed; or, users should be encouraged to use facilities at the Visitor Center. Interpretive signs are not needed here due to the close proximity of the Visitor Center.

SITE 42. CARSON'S LANDING. This site is not currently available for public recreation. It is one of two planned picnic sites at Roosevelt Lake (the other is Vineyard Canyon, SITE 7). This one is planned as an "urban" site with services commensurate with this ROS class, including shade ramadas, drinking water, and restrooms. Interpretive signs are not needed here due to the close proximity of the Visitor Center (SITE 40).

SITE 43. INSPIRATION POINT. This vista/view point offers the best view of Roosevelt Dam on the Roosevelt Lake side. It is easily accessible from State Route 88 and can accommodate nearly any type of vehicle. The site is currently under-developed, with only gravel surface, rock barriers, and no interpretive signs. There is no access to the shoreline for fishing, but there is potential for developing both vehicular access and trails. Inspiration point should be significantly upgraded with pavement, sidewalks, traffic control, and a safe viewing platform. Parking is limited so interpretive signs should be avoided or kept to a minimum. Alchesay Canyon Overlook, located just downstream (not covered in this plan), has a much larger parking area and room for several interpretive signs. The shoreline area near Inspiration Point has traditionally been used for fishing. This activity should be allowed to continue providing there is ample parking for anglers whose average stay is several hours.

The table which follows in Appendix A summarizes some of the information presented above for the convenience of the reader. The summary is intended to give the reader a quick reference source of essential facts for each of the 43 sites discussed in this plan.

CONCLUSION

The suitability of the 43 proposed sites for providing recreation opportunities is rated using the matrix on Table 1 (page 27). The matrix evaluates each site using six evaluation criteria which will be described later. This gives the reader a sense of the comparative values of the 43 sites. How one feels about the value or suitability of a particular site is largely subjective. However, the evaluation criteria are intended to be as objective as possible and based on tangible characteristics of each site.

For each of the six evaluation criteria, a numerical rating is given to the sites according to how strongly the site fits the criteria. A numerical rating of "5" is given to the site if it strongly meets the criterion. A rating of "3" is given for adhering moderately to the criterion, and "1" is assigned when the site weakly fits the criterion.

The six numerical ratings are then added to give a total score for each site. The sites are then labeled as having "very high" (point range, 27 - 30), "high" (point range, 23 - 26), "moderate" (point range, 17 - 22), and "low" (point range, 12 - 16) priority according to the total points received. For example, the Roosevelt Lake Visitor Center (Site #40) receives a perfect score of 30, and a priority rating of "very high", because it strongly adheres to all six criteria. There were no sites receiving a total point rating less than 12.

There are six sites which fall into the "low" category indicating they do not meet or that they poorly meet the evaluation criteria. This does not necessarily mean that these sites should be eliminated from consideration. It simply means that there are potential problems associated with using these sites for recreation that should be further addressed.

THE SIX EVALUATION CRITERIA:

The evaluation criteria are listed below followed by the numerical ratings applied to the 43 sites and a brief explanation of what the ratings mean. The abbreviations inserted in the criteria below are found again in Table 1. For example, "(TRA.)" stands for "tradition".

1. Is there a tradition (TRA.) of recreational use of the site?

STRONG TRADITION (5). The proposed use of the site closely matches the historic use by the majority of visitors. The density and frequency of use is high.

MODERATE TRADITION (3). Historic use of the site may have varied among several activities including the proposed use. The density and frequency of use is moderate.

WEAK TRADITION (1). Historic use of the site is nebulous. The density and frequency of use is low.

2. Can the natural resources of the site sustain (SUS.) continued use or, if not, can the use be modified to allow for some type of recreational use?

HIGHLY SUSTAINABLE (5). The proposed use of the site is expected to result in very minimal or no negative impacts to natural resources. Erosion and vegetation losses are minimal.

MODERATELY SUSTAINABLE (3). The proposed use of the site may result in light impacts, especially when the water level of the lake is high.

MARGINALLY SUSTAINABLE (1). The proposed use of the site is expected to impact natural resources but the impacts are tolerable.

3. Is there a reasonable expectation that the agency can properly manage (MAN.) the site given budgetary and other constraints?

STRONG EXPECTATION (5). The site is easily accessed by operations personnel due to good roads leading to the site and close proximity to the base of operations. The infrastructure and facilities are well developed making management of the site easier.

MODERATE EXPECTATION (3). Access to the site is more difficult due to distance from operations base and/or poor quality roads leading to the site. The infrastructure and facilities are less developed making management more difficult.

WEAK EXPECTATION (1). Access is very limited due to the absence of roads leading to the site (e.g. boat-in sites). Infrastructure and facilities are absent or minimal.

4. Does the site contribute to the diversity (DIV.) of recreation opportunities based on the Recreation Opportunity Spectrum (ROS) classes desired for the area.

LEAST REPRESENTED (5). The site is designated either ROS class "Urban" or "Roaded Natural". They are poorly represented throughout the Recreation Area.

MODERATELY REPRESENTED (3). The site is designated either ROS class "Rural" or "Semi-primitive, Motorized". They are moderately represented throughout the Recreation Area.

STRONGLY REPRESENTED (1). The site is designated "Roaded Modified" or "Semi-primitive, non-motorized". They are strongly represented throughout the Recreation Area.

5. Does recreational use of the site create a conflict (CON.) with competing uses or resources of the area?

LITTLE CONFLICT (5). The proposed use of the site is not expected to conflict with other uses or resources.

MODERATE CONFLICT (3). The proposed use of the site may cause occasional and limited conflict with concurrent or adjacent uses or resources. For example, a site may be located near an important wildlife habitat.

HIGH CONFLICT (1). The proposed use of the site is likely to directly conflict with another use or resource. For example, a site may be located near an archaeological site.

6. Can the safety (SAF.) and security of the users of a site be reasonably assured?

LOW SAFETY/SECURITY RISK (5). The proposed site poses few or no natural or artificial hazards. The protection of visitors and personal property is enhanced by controlled access, established communications, and the presence of official personnel.

MODERATE SAFETY/SECURITY RISK (3). Few restrictions within the site increase exposure to potential hazards. Access to the site is over unimproved road(s), by boat, or over steep trail(s). Communications and official personnel are limited.

HIGH SAFETY/SECURITY RISK (1). Exposure to hazards may be high at times (e.g., flash flood potential). Access to the site may be over hazardous terrain. Communications and official personnel are generally absent.

The above-described evaluation criteria are applied to each of the 43 sites in the summary table on pages 27 and 28.

CONCLUSION

The "Integrated Resource Management" (IRM) system that has been adopted by the U.S. Forest Service, Southwestern Region, provides a framework for complying with the National Forest Management Act requirements for proposed action analysis. This system sets forth a series of steps to be followed in the planning process. Proposed actions or projects are described in Step 5 of the process. The Roosevelt Lake Concept Plan may be used as a "Proposed Action" under Step 5. This plan meets the objectives in Step 5 by describing what should be done, where, why, and by whom. The purpose and need for action is clearly described.

Step 6 in the IRM process begins the site-specific environmental analysis as provided in the National Environmental Policy Act (NEPA). Much of Step 6 is concerned with public participation. A preliminary project proposal has been made public (see: Appendix C). Comments received from the public were considered prior to the completion of this document. The need for further public participation will need to be determined, but it is expected to be minimal.

Decisions have been previously made relative to many of the sites discussed in this document (see Appendix E). For example, the development of a campground near Schoolhouse Point (SITE 30) was documented in the Roosevelt Lake Recreation Development and Design Strategy. This plan also attempts to build upon decisions previously taken but not yet implemented in many cases. For example, the Resource Access/Travel Management plan decided what roads around Roosevelt Lake would remain open. The semi-primitive, non-motorized sites, such as Chuckwalla Canyon East (SITE 4), will provide walk-in or boat-in recreation opportunities consistent with the non-roaded designation already decided. There is no intent to reevaluate a previous designation for a site or area. However, the plan does propose to elevate certain popular locations from the status of "dispersed" to that of a "designated site". Finally, there are a few proposals for totally new sites to meet a recognized need, such as a vista at Goose Point (SITE 16). In conclusion, this plan attempts to provide a comprehensive approach to recreation development for Roosevelt Lake by consolidating the existing plans with new proposals. It is an attempt to look at the Recreation Area as one integrated unit rather than as a hodgepodge of sites that happen to be located on the same lake.

This plan provides the foundation for managers to make reasonable decisions governing public recreation at Roosevelt Lake. Once the IRM process is complete, and the final alternative is selected and implemented, the goal of providing diverse and high-quality recreation opportunities, while protecting the environment at Roosevelt Lake, will be realized.

TABLE 1

SITE #	NAME	EVALUATION CRITERIA						TOTAL	PRIORITY
		TRA. (1)	SUS. (2)	MAN. (3)	DIV. (4)	CON. (5)	SAF. (6)		
1	HOTEL POINT	5	5	3	3	5	3	24	HIGH
2	VINEYARD TRAILHEAD	1	5	5	1	5	3	20	MODERATE
3	AL SIEBER VISTA	5	5	5	1	5	5	26	HIGH
4	CHUCKWALLA CANYON EAST	3	3	3	1	5	3	18	MODERATE
5	CHUCKWALLA CANYON WEST	3	3	3	1	5	3	18	MODERATE
6	MP 246	3	3	3	1	5	3	18	MODERATE
7	VINEYARD CANYON	1	5	5	3	5	5	24	HIGH
8	MILLS COVE	5	5	5	1	5	1	22	MODERATE
9	VINEYARD POINT	3	5	3	1	1	3	16	LOW
10	SOLTERA COVE	1	5	1	1	5	3	16	LOW
11	SOLTERA VISTA	3	5	3	1	5	3	20	MODERATE
12	BACHELOR COVE	5	5	5	1	5	3	24	HIGH
13	CHOLLA BAY	5	5	5	1	5	3	24	HIGH
14	CHOLLA CAMPGROUND	5	5	5	3	5	5	28	VERY HIGH
15	ROCK CREEK	1	5	5	-	5	5	21	MODERATE
				(not determined)					
16	GOOSE POINT	1	5	5	3	5	5	24	HIGH
17	BERMUDA FLAT REC. SITE	5	5	3	3	3	3	22	MODERATE
18	THREE BAR PARKING	5	5	5	1	5	5	26	MODERATE
19	ANGLER'S INN	1	5	3	1	3	3	16	LOW
20	BUMBLEBEE	3	5	3	3	3	3	20	MODERATE
21	ORANGE PEEL	1	5	3	3	3	3	18	MODERATE

SITE #	NAME	TRA. (1)	SUS. (2)	MAN. (3)	DIV. (4)	CON. (5)	SAF. (6)	TOTAL	PRIORITY
22	INDIAN POINT	5	5	3	4*	3	5	25	HIGH
23	SALT GULCH	5	5	1	1	5	3	20	MODERATE
24	LONG GULCH	5	5	1	1	5	3	20	MODERATE
25	THE ISLANDS	5	5	1	1	5	3	20	MODERATE
26	CONNOR'S LEDGE	5	5	1	1	5	3	20	MODERATE
27	COTTONWOOD WASH	5	3	1	3	5	3	20	MODERATE
28	DIVERSION DAM R.A.	5	3	3	4*	3	3	21	MODERATE
29	SCHOOLHOUSE POINT	1	5	3	1	5	3	18	MODERATE
30	SCHOOLHOUSE REC SITE	1	5	5	5	3	5	24	HIGH
31	GRAPEVINE GROUP SITE	5	5	5	3	5	5	28	VERY HIGH
32	GRAPEVINE BAY	1	5	3	1	5	3	18	MODERATE
33	GRAPEVINE AIRSTRIp	1	3	3	1	3	3	14	LOW
34	SCHOOLHOUSE WASH	1	5	1	1	3	1	12	LOW
35	SADDLE ISLAND	3	5	1	1	5	3	18	MODERATE
36	WINDY HILL REC SITE	5	5	5	3	5	5	28	VERY HIGH
37	WINDY FLATS	1	5	3	1	5	3	18	MODERATE
38	ROOSEVELT MARINA	1	5	5	5	5	5	26	HIGH
39	GOVERNMENT COVE	1	3	3	1	5	3	16	LOW
40	ROOSEVELT LAKE V.C.	5	5	5	5	5	5	30	VERY HIGH
41	V.C. BOAT RAMP	3	5	5	1	3	3	20	MODERATE
42	CARSON'S LANDING	1	5	5	5	5	5	26	HIGH
43	INSPIRATION POINT	5	5	5	3	3	3	24	HIGH

* Indian Point and Diversion Dam will provide both "RN" (rating = 5) and "SPM" (rating = 3) opportunities. The average rating for these sites is 4.

APPENDIX



APACHE LODGE

APPENDIX A

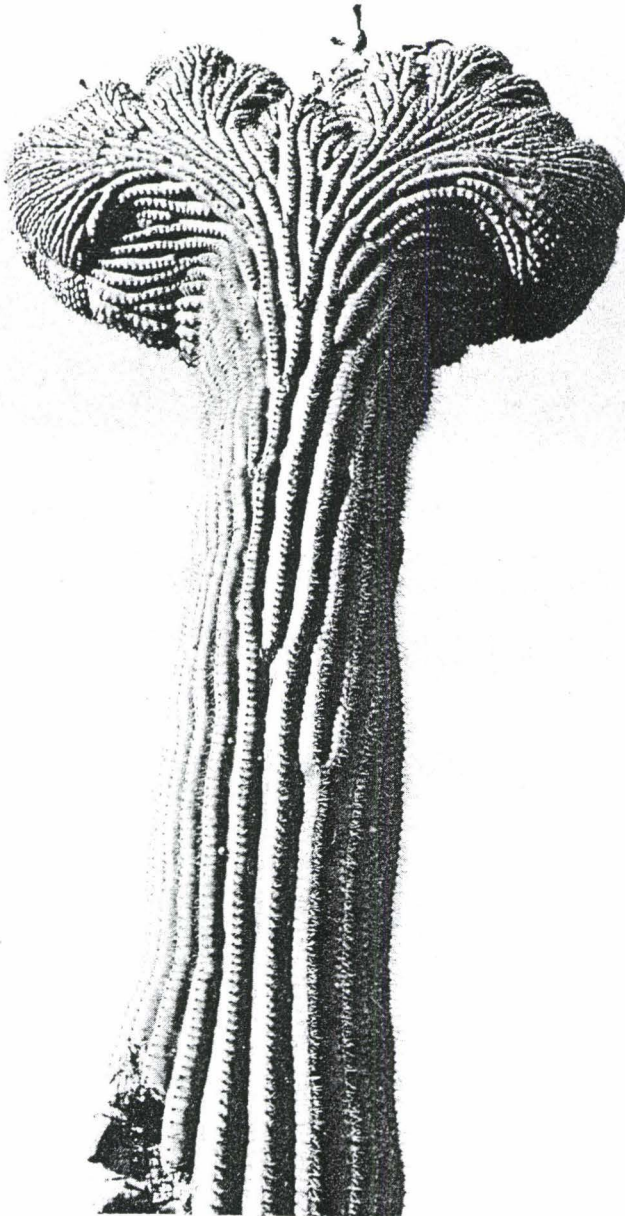
SUMMARY

SITE #	NAME	TYPE OF USE	PRIMARY ACTIVITIES	ROS CLASS	PAOT	
					LAKE <2151'	LAKE FULL
1	HOTEL POINT	DAY-USE	FISHING	SPM	50	0
2	VINEYARD TRAILHEAD	DAY-USE & OVERNIGHT	SIGHTSEEING HIKING	RM	52	52
3	AL SIEBER VISTA	DAY-USE	SIGHTSEEING	RM	70	70
4	CHUCKWALLA CANYON EAST	DAY-USE	SIGHTSEEING FISHING	SPNM	42	42
5	CHUCKWALLA CANYON WEST	DAY-USE	SIGHTSEEING FISHING	SPNM	21	21
6	MP 246	DAY-USE	SIGHTSEEING FISHING	SPNM	14	14
7	VINEYARD CANYON	DAY-USE	PICNICKING FISHING	R	175	175
8	MILLS COVE	OVERNIGHT	CAMPING	RM	15	15
9	VINEYARD POINT	BOAT-ACCESS	CAMPING	SPNM	25	25
10	SOLTERA COVE	BOAT-ACCESS	CAMPING	SPNM	10	10
11	SOLTERA VISTA	DAY-USE	SIGHTSEEING FISHING	RM	70	70
12	BACHELOR COVE	OVERNIGHT	CAMPING	RM	40	0
13	CHOLLA BAY	OVERNIGHT	CAMPING	RM	80	0
14	CHOLLA CAMPGROUND	OVERNIGHT DAY-USE	CAMPING BOATING	R	1750 920	1750 920
15	ROCK CREEK	DAY-USE	MARINA	NOT DETERMINED	NOT DETERMINED	NOT DETERMINED
16	GOOSE POINT	DAY-USE	SIGHTSEEING	R	52	52
17	BERMUDA FLAT REC. SITE	OVERNIGHT DAY-USE	CAMPING WATERPLAY	SPM	2000	252
18	THREE BAR PARKING	DAY-USE	STAGING	RM	28	28
19	ANGLER'S INN	BOAT-ACCESS	CAMPING	SPNM	75	75
20	BUMBLEBEE	OVERNIGHT	CAMPING	SPM	10	10
21	ORANGE PEEL	DAY-USE	FISHING	SPM	42	42

SITE #	NAME	TYPE OF USE	PRIMARY ACTIVITIES	ROS CLASS	PAOT	
					LAKE <2150'	LAKE FULL
22	INDIAN POINT	OVERNIGHT DAY-USE	CAMPING BOATING	RN SPM	1525	1025
23	SALT GULCH	BOAT-ACCESS	CAMPING	SPNM	50	50
24	LONG GULCH	OVERNIGHT BOAT-ACCESS	CAMPING	SPNM	75	75
25	THE ISLANDS	BOAT-ACCESS	CAMPING	SPNM	75	75
26	CONNOR'S LEDGE	BOAT-ACCESS	CAMPING	SPNM	100	100
27	COTTONWOOD WASH	OVERNIGHT DAY-USE	CAMPING FISHING	SPM	25	10
28	DIVERSION DAM R.A.	OVERNIGHT DAY-USE	CAMPING FISHING	SPM RN	1750	1750
29	SCHOOLHOUSE POINT	BOAT-ACCESS	CAMPING	SPNM	100	100
30	SCHOOLHOUSE REC SITE	OVERNIGHT DAY-USE	CAMPING BOATING	RN	2287	2287
31	GRAPEVINE GROUP SITE	OVERNIGHT DAY-USE	CAMPING BOATING	R	1365	1365
32	GRAPEVINE BAY	BOAT-ACCESS	CAMPING	SPNM	50	50
33	GRAPEVINE AIRSTRIP	OVERNIGHT	GROUP CAMPING	RM	2000	2000
34	SCHOOLHOUSE WASH	BOAT-ACCESS	CAMPING	SPNM	10	0
35	SADDLE ISLAND	BOAT-ACCESS	CAMPING	SPNM	10	0
36	WINDY HILL REC SITE	OVERNIGHT DAY-USE	CAMPING BOATING	R	2500 1575	2500 1575
37	WINDY FLATS	BOAT-ACCESS	CAMPING	SPNM	50	50
38	ROOSEVELT MARINA	OVERNIGHT DAY-USE	CAMPING BOATING	U	1000	1000
39	GOVERNMENT COVE	OVERNIGHT	EQUESTRIAN CAMPING	RM	50	25
40	ROOSEVELT LAKE V.C.	DAY-USE	INTERPRETIVE	U	350	350
41	V.C. BOAT RAMP	DAY-USE	FISHING	RM	175	175
42	CARSON'S LANDING	DAY-USE	PICNICKING FISHING	U	175	175
43	INSPIRATION POINT	DAY-USE	SIGHTSEEING FISHING	R	35	35

APPENDIX B

The following sketches illustrate the plan's recommendations for Sites 16 and 39. These two sites currently have no facilities and would require considerable development in order to become useable for their intended purpose. The other sites discussed in this plan either require little or no development (as in the case of the SPNM and RM sites), or have concept plans already prepared. If Sites 16 and 39 are adopted for eventual implementation, the concepts would need further review and enhancement by a professional landscape architect.

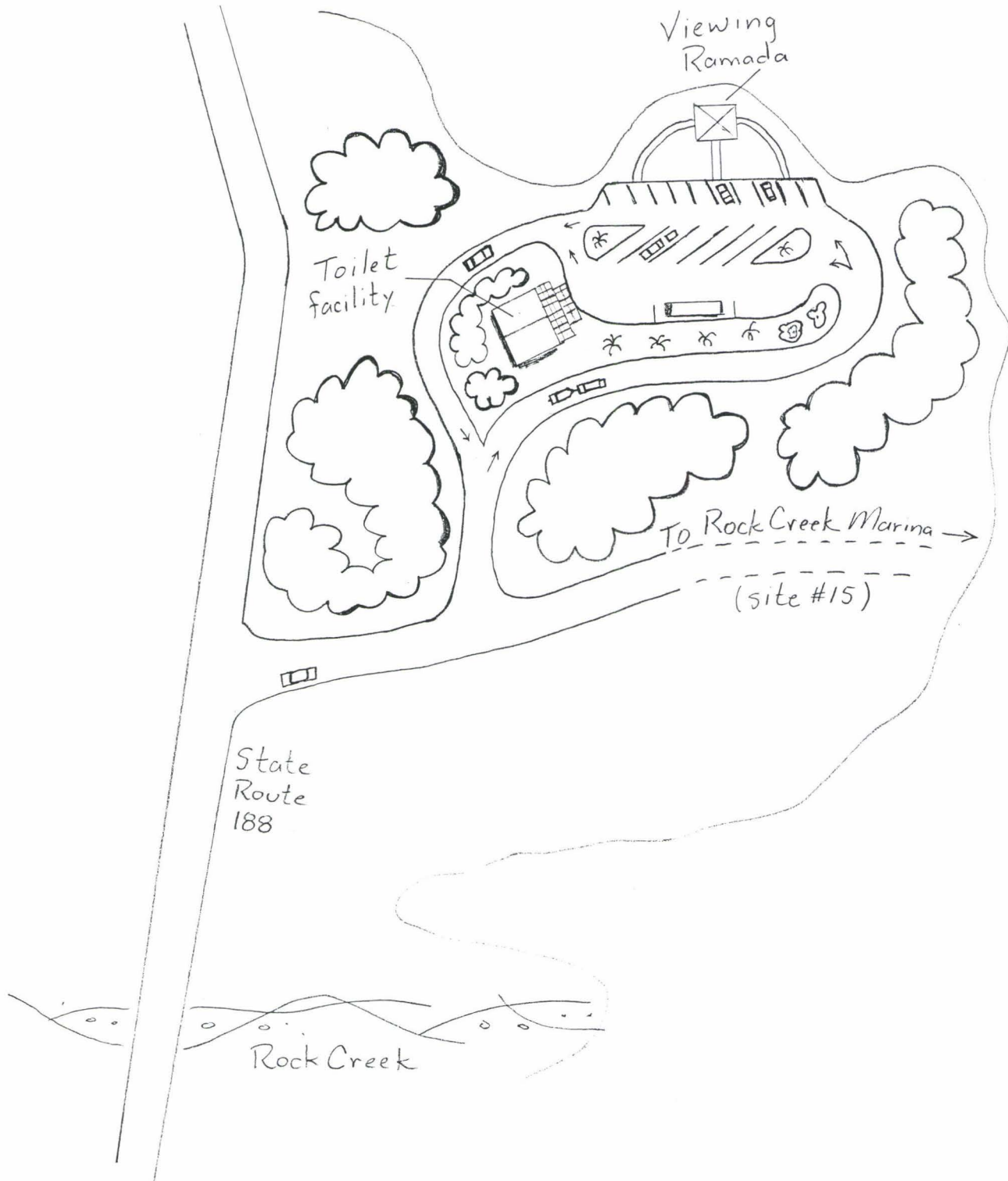


rare crested saguaro

Site #16 GOOSE POINT

(sightseeing)

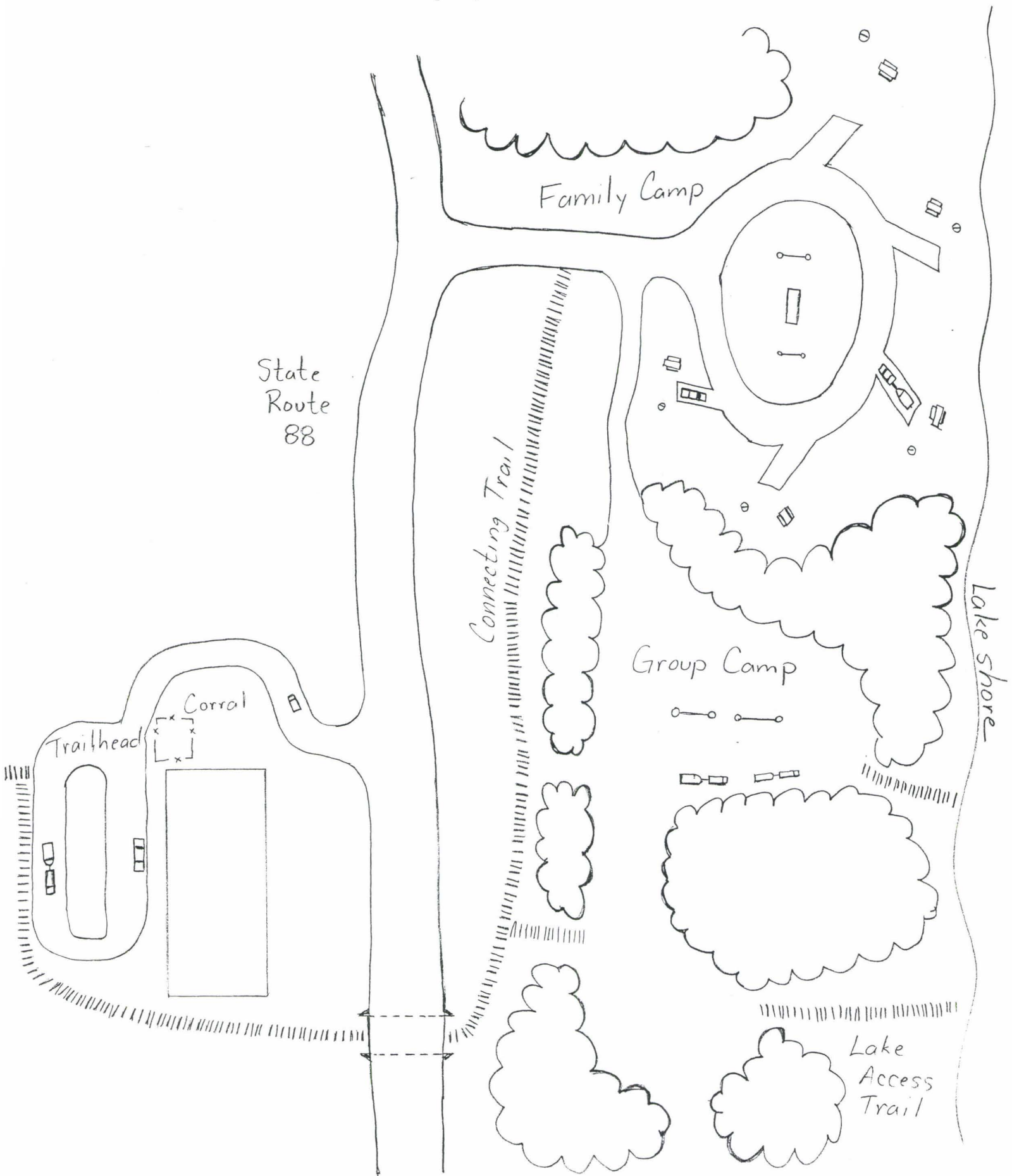
concept plan not to scale



Site #39 GOVERNMENT COVE

(equestrian camp)

concept plan not to scale



PUBLIC SCOPING

The development of recreation facilities at Roosevelt Lake has been an on-going process. Many of the sites discussed in this plan have been completely developed, partially developed, or are still being planned. Many of the lesser and undeveloped sites discussed in this plan (especially in ROS classes SPM and RM) have never been formally designated. It has long been recognized that most of these undesignated sites are among the most popular destinations for the recreating public. Furthermore, any plan or action which might eventually affect these sites will attract the attention of a very interested public. It was therefore decided to solicit comments from the broadest possible pool of citizens interested in recreation issues at the lake. A major part of the preparation of this plan was devoted to scoping for public input into this process.

In December, 1995, a scoping letter was mailed to 1,025 individuals and organizations who have expressed interest in the management of Roosevelt Lake. The letter contained a project overview for the designation of the remaining sites. The recipients of the letter were asked to review and comment on the preliminary issues, concerns, and alternatives offered in the overview. Of the original letters mailed out, 105 were returned by the post office. There were responses given by 14 individuals - either in writing or by telephone.

In addition to the mailings, meetings were held during the months of December, 1995, and January, and March, 1996 with seven organizations that were identified as having a particular interest in recreation management at Roosevelt Lake. The seven organizations contacted were:

1. Roosevelt Sorority
2. Roosevelt Kiwanis Club
3. Roosevelt Lake Women's Club
4. Tonto Basin Chamber of Commerce
5. Roosevelt Community Association
6. Roosevelt Lake Task Force
7. Arizona Department of Game and Fish (local Region 6 staff)

Many members of these organizations offered suggestions which were considered and, where appropriate, incorporated into this plan.

A copy of the scoping letter and Project Overview follows.

United States
Department of
Agriculture

Forest
Service

Tonto Basin
Ranger District

HC02 Box 4800
Roosevelt, AZ 85545
520/467-3200

File Code: 2300
Route To:

Date: December 4, 1995

Subject: Roosevelt Lake Recreation Plan

To: Interested Citizen:

The Tonto Basin Ranger District is proposing several actions which, if implemented, will affect some recreation opportunities and access opportunities within the Roosevelt Lake Recreation Area. The accompanying Project Overview provides details of the project as well as the planning process.

You are being notified of this proposal because you have expressed an interest in being informed of this type of action or this action may affect you in some way. At this time we do not anticipate the need for holding a general scoping meeting for this project, however, we are available to meet with interested individuals or groups on request.

Please take a few moments to review the Project Overview. If you have any questions, concerns, or issues related to this proposed project, we welcome your comments. You may contact me in writing at the above address or, if you prefer, by telephoning Brad Orr of this office. We would like to hear from you by February 1, 1996, if you have any comments. Your comments will be entered into the project record and taken into consideration during the planning phase of this project.


DENNIS P. ROY
District Ranger

Enclosure: 1

ROOSEVELT LAKE RECREATION MANAGEMENT PLAN, PROJECT OVERVIEW

TONTO BASIN RANGER DISTRICT, TONTO NATIONAL FOREST

Purpose and Need

The Tonto National Forest has identified the need to designate "semi-primitive" and "roaded-modified" (see definitions, Appendix A) recreation opportunities at Roosevelt Lake. On January 1, 1996, the Bureau of Reclamation will begin to allow the lake level to rise as much as 15 feet higher than the previous maximum level of 2136 feet elevation. When this occurs, most of the traditional shoreline recreation sites along the lake will disappear during periods of high water. This will disrupt the normal use of the area, and many visitors will be displaced from their favorite camping/fishing sites.

Since 1991, new campgrounds, boat ramps and associated facilities have been built to replace areas that will be lost to flooding. These new facilities, and others still being planned, are expected to satisfy future public demand for highly developed recreation opportunities. There continues, however, to be a demand for minimally developed sites (semi-primitive and roaded-modified) that were not provided for in the original development scheme. This project attempts to satisfy this need by identifying and designating sites where visitors may recreate in a setting that has minimal development and services.

Following is a list of the more highly developed sites that are planned at Roosevelt Lake. Completed to date are:

1. Cholla Campground. 200 camp units.
2. Cholla Boating Site. 6-lane Boat Ramp and 263 parking places.
3. Windy Hill Campground. 340 camp units and a two-lane boat ramp.
4. Windy Hill Boating Site. Two boat ramps and adjacent parking.
5. Grapevine Group Site. 9 loops/up to 100 persons each
6. Bermuda Flat. Undeveloped shoreline camping and a day-use site.

Additional facilities planned or under construction:

1. Windy Hill "Phase III". 8-lane boat ramp and approx. 450 parking places.
2. Grapevine "Phase II". 6-lane boat ramp and 197 parking places.
3. Schoolhouse Recreation Site. Campground and boat ramp.
4. Indian Point Recreation Site. Campground and boat ramp.
5. Carsons Landing Picnic Site.
6. Vineyard Picnic Site.

The above list of sites will not be considered in this document as their construction has already been decided. This project is concerned with designating sites which will serve the need for lower level semi-primitive and roaded modified experiences. Any undesignated lands will be managed for "dispersed recreation", meaning that development and services are absent.

Environmental Analysis

This document is part of the process of analysis to determine what environmental impacts may occur as a result of the proposed project and whether or not the proposed action requires documentation in an Environmental Impact Statement (EIS) or an Environmental Assessment (EA). The responsible Forest Service official will make his/her decision from among the alternatives proposed after considering the issues and concerns relevant to the proposal.

Issues raised concerning this proposal may originate from within the Forest Service, from other public agencies, and/or from the general public. The Project Team involved in this project currently consists of the following individuals:

Brad Orr, Tonto Basin Ranger District (TBRD), Project Coordinator
Joe Sitarzewski, Recreation Staff Officer, TBRD
Linny Warren, Range and Watershed Staff Officer, TBRD
Robert Ortlund, Fire Management Officer, TBRD
Craig Woods, Wildlife Biologist, TBRD

The project Team has identified the following preliminary issues and concerns surrounding this project:

1. Designating and managing new recreation sites will tax limited personnel and resources already committed to managing existing sites.
2. Some traditional use areas will no longer be available or accessible due to the new high water levels, or their use will be restricted.
3. As use patterns shift, new use areas will come under increasing pressure and resources may be impacted.
4. Some conflicts may arise with non-recreational uses of the area.

Preliminary alternatives include:

1. No action. Consideration of "no action" is required in the decision making process. In this case, no action will maintain the status quo. There will be no management actions taken to respond to the rising reservoir level and resultant shift in recreational use patterns.
2. Identify and designate specific sites where semi-primitive or roaded modified recreation may be experienced (see "ALTERNATIVE 2", next page).
3. Close all sites and deny all access to sites other than those identified on the previous page as "highly developed".

The proposed project is located in Management Area 6F (Roosevelt Lake area) and 6K (Roosevelt Dam area).

ALTERNATIVE 2

<u>Name of Site</u>	<u>Kind of Use</u>	<u>Activity</u>	<u>ROS class*</u>
Hotel Point	day-use	FISHING	SPM
Al Sieber Vista	day-use	SIGHTSEEING	RM
Chuckwalla East	day-use	FISHING	SPNM
Chuckwalla West	day-use	FISHING	SPNM
MP 246	day-use	FISHING	SPNM
Vineyard Point	boat access	CAMPING	SPNM
Mills Cove	overnight	CAMPING	RM
Soltera Parking	day-use	SIGHTSEEING	RM
Soltera Cove	boat access	CAMPING	SPNM
Bachelors Cove	overnight	CAMPING	RM
Cholla Bay	overnight	CAMPING	RM
Rock Creek	day use	MARINA	not determ.
Goose Point	day use	INTERPRETIVE	not determ.
Angler's Inn**	overnight	CAMPING	SPNM
Three Bar Parking	day use	STAGING	RM
Orange Peel	day-use	FISHING	SPM
Bumble bee	overnight	CAMPING	SPM
Old Marina	day use (emergency)	BOAT RAMP	RM
Government Cove	overnight	CAMPING	RM
Windy Flats**	boat access	CAMPING	SPNM
Saddle Island	boat access	CAMPING	SPNM
Schoolhouse Wash	boat access	CAMPING	SPNM
Grapevine Bay**	boat access	CAMPING	SPNM
Grapevine Airstrip	overnight	GROUP USE	RM
Schoolhouse Point**	boat access	CAMPING	SPNM
Cottonwood Wash**	overnight	CAMPING	SPM
Connor's Ledge**	boat access	CAMPING	SPNM
The Islands**	boat access	CAMPING	SPNM
Long Gulch**	boat access	CAMPING	SPNM
Salt Gulch**	boat access	CAMPING	SPNM

SUMMARY:

CAMPING (vehicle access)	- 6
CAMPING (group use)	- 1
CAMPING (boat access)	- 12
FISHING	- 5
SIGHTSEEING/INTERPRETIVE	- 3
MARINA/RAMP	- 2
STAGING	- 1

All other locations not listed above where recreation occurs fall into one of two categories: "Plan 6" major sites or "dispersed recreation sites. Dispersed sites are totally undeveloped and there are no on-site services.

*SPNM = SEMI-PRIMITIVE NON-MOTORIZED, SPM = SEMI-PRIMITIVE MOTORIZED,
RM = ROADED MODIFIED

** These sites were previously planned under "Plan 6" Development Strategy.

Appendix D

Recreation Opportunity Spectrum ("ROS Classes")

The following definitions describe in general terms the experience and development levels discussed in this document:

SEMI-PRIMITIVE NON-MOTORIZED. There is a high probability of experiencing solitude, closeness to nature, tranquility, self reliance, challenge and risk. Access and travel are non-motorized (except when accessed by boat). There is little site modification except to protect the site. Feeling of accomplishment associated with low standard access is important but does not necessarily imply physical exertion to reach site. Boundaries of sites are not evident and may rely heavily on landforms and natural materials. Maintenance is provided on an as needed basis.

The qualities of solitude and tranquility that one normally expects in this ROS class are only partially realized at Roosevelt Lake. Virtually the entire surface of the lake is open to motorboats including personal watercraft. So, while a visitor to one of these sites may find relative solitude and tranquility on land, there is no assurance that solitude and tranquility will prevail on the water adjacent to the site. In order to have a truly semi-primitive non-motorized experience, it would be necessary to close portions of the lake adjacent to these sites to motorboats. There are no current plans to do so. The one exception is the stretch of the Salt River between the Diversion Dam Recreation Area (SITE 28) and the lake. The river is closed to motorboats but open to canoes and other non-motorized travel.

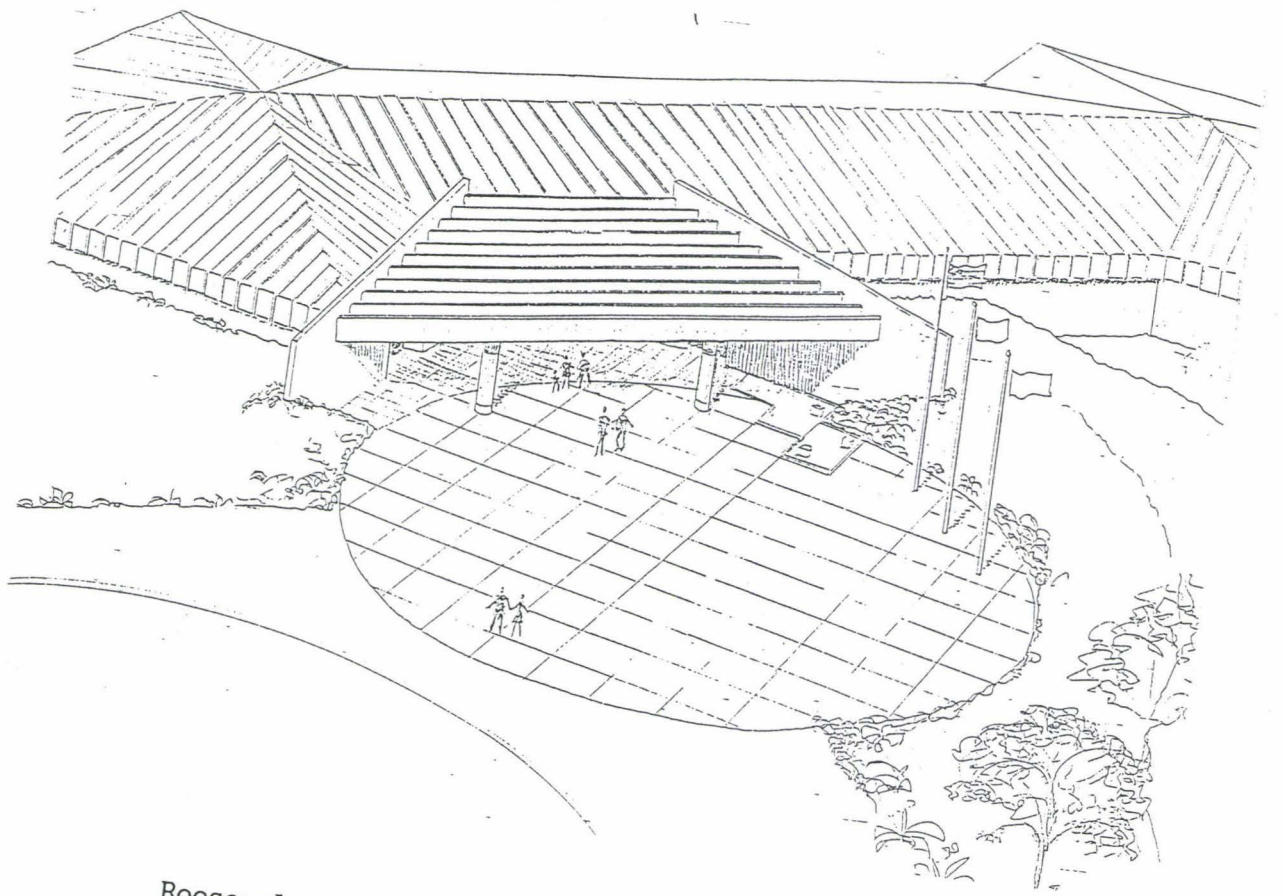
SEMI-PRIMITIVE MOTORIZED. There is a moderate probability of experiencing solitude, closeness to nature, and tranquility. There is a high degree of challenge and risk in using motorized equipment to access sites. The site is predominantly natural in appearance. There are a minimum of on site controls, and restrictions are present but subtle. Access for people with disabilities is difficult and a challenge. Maintenance is provided on an as needed basis.

ROADED MODIFIED. There is an opportunity to get away from others, but with easy access. Some self-reliance is needed in building one's own campsite and using motorized equipment. There is a feeling of independence and freedom, but there is little challenge and risk. The immediate environment is substantially modified due to previous industrial use of the site. Campsites may have full view of major structures such as highway bridge viaducts and riprap. There is minimal control of users except for gated roads. Conventional vehicles including sedans and RV's are easily accommodated. Access for people with disabilities is difficult. There are no facilities except for signing, occasional toilets, and refuse receptacles for site protection and public health.

ROADED NATURAL. There is a moderate level of development and density. The environment is essentially natural but there is a high probability of interacting with other visitors. Facilities serve to protect the site as well as to serve the public. Traffic is restricted to roads and parking spurs, but barriers are natural or inconspicuous. Trails are well defined. Buildings are accessible, but movement elsewhere may be challenging for people with disabilities. Information and interpretation is minimal except where public safety is concerned. Refuse is removed from buildings and camp units daily to a central receptacle. The receptacle is emptied twice monthly. Routine maintenance is performed and repairs are usually made within a week of discovery. Major repairs are made within six months and temporary closures may be necessary until repairs are made.

RURAL. The environment in and around the site is attractive but not necessarily natural. Camp units and buildings may be landscaped using planted trees and shrubs for enhanced shading and screening. Recreational activities provided are not entirely resource dependent. For example, playgrounds, sports fields and volleyball courts may be provided. There are area lights, information boards, and interpretive signs provided to enhance the safety, security, and education of visitors. Traffic controls are used extensively and trails are surfaced. Facilities emphasize convenience for the user and include shade ramadas, showers, potable water, courtesy docks, and flush toilets. Accessibility for people with disabilities is a high priority both in common areas and at individual camp units. Refuse removal, maintenance, and repairs are performed more frequently but not necessarily daily.

URBAN. There is a high level of development and density. Social interaction is frequent. The natural environment is substantially modified to give maximum priority to the safety, security, comfort, and convenience of the visitor. Activities and mobility within the site are highly regimented and controlled. Facilities are close at hand and meet all accessibility standards. Participation in activities is less dependent on personal outdoor skills and knowledge. Many activities require the passive attention of the visitor. There is a high priority given to daily maintenance, waste removal, and repairs. Major repairs are completed within the week and closures due to broken facilities are rare and minimized.



Roosevelt Lake Visitor Center (an "Urban" site)

Appendix E

REFERENCES

"Central Arizona Water Control Study", USDI Bureau of Reclamation, September, 1982.

"Roosevelt Lake Recreation Development and Design Strategy", Tonto National Forest, May, 1989.

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"District Interpretive Plan" Tonto Basin Ranger District, March, 1994.

"1989 Statewide Comprehensive Outdoor Recreation Plan, Arizona Outdoor Recreation Participation Study", Arizona State Parks.

"Tonto National Forest Land and Resource Management Plan", 1985.

"Chain-of-Lakes Watercraft Management Implementation Plan", Tonto National Forest, 1988.

"Integrated Resource Management", USDA Forest Service, Southwest Region, 1993.

Appendix F

This plan was prepared by

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